Stewart Fyfe

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Community Planning NEWS

(Formerly CPAC Newsletter)

Excerpts from the

Address of the National President

SIR BRIAN DUNFIELD

at the Annual General Meeting of the Community Planning Association of Canada, Saint John, New Brunswick, October 5th, 1954

Let me say first how much I appreciate, on behalf of myself and of Newfoundland, the honour of having occupied the Presidency of this Association during the year now past. It has, thanks to the energy of my colleagues and our staff, been a not unsuccessful year. Not only have we added about nineteen per cent to our membership, but, more important, we have filled the two vacancies in our ranks: we now have organized Divisions in Saskatchewan and New Brunswick, and our Association really extends *a mari usque ad mare.*

And next, it is a very great pleasure to greet the newly constituted New Brunswick Division in its home, and to have a Conference in this historic City of Saint John, the sister in the Maritimes most nearly like my own St. John's, and the one nearest to it in population, character and problems. This is the first time, I believe, that we have held our Annual General Meeting in the Maritimes; but now, with four Divisions in this region instead of the two we had a couple of years ago, we are entitled to speak with a strong voice in C.P.A.C.'s councils.

In these seaboard Provinces we have much in common. For example, I do not think any of us could be permanently happy away from the coast. Our industries and our social conditions differ but little. I think our personal attitude, manners and outlook are much the same. At any rate, as a Newfoundlander I always feel more at home when I get back to any of the Maritimes. I have pleasant recollections of the hospitality of Saint John when I and Mr. Eric Cook, Q.C., now a Councillor of C.P.A.C., then Deputy Mayor of St. John's, visited your City and others about 1943 in search of guidance towards schemes we had in mind. Mayor Wasson and the Council of that day stood us a luncheon in a private room in this Hotel, lent us the City cars, took us to Council and housing meetings and showed us everything; there was nothing too much to do for us. However, I warn Saint John: St. John's is creeping up on you. We added thirty-five per cent to our housing in the last eleven years. I believe that our apostrophe "s" has something!

Je remarque avec plaisir que nous avons ici aujourd'hui une belle délégation de la division du Québec; et je remarque aussi avec grand plaisir la présence de notre aimable ami M. Charles-Edouard Campeau, président de cette division, ainsi que de M. le maire de Préville, Jacques Simard, un de nos urbanistes les plus distingués. M. Campeau est membre de l'Association Canadienne d'Urbanisme depuis plus longtemps que moi, et on me dit que c'est grâce à ses efforts personnels si la division du Québec compte à présent plus de membres que toute autre division de l'Association, de même que le plus grand nombre de sections locales. Je fus fort frappé, lors du congrès à Québec, en octobre mil neuf cent cinquante-trois, par les réflexions profondes citées dans certaines allocutions. En effet, il me semble quelquefois que nos compatriotes de la province française nous ont donné un exemple difficile à suivre. Ce ne sont pas toutes les division anglaises qui pourraient s'y comparer. Pour ma part, je leur souhaite tout le succès possible pour l'année prochaine.

There has been an idea current in our Council of late years that we might do well to emphasize the development of our Association on regional lines. That is in accord with my own strong feeling that we ought to use every effort to keep the Maritime Divisions in close touch with each others' activities and familiar with each others' personnel. I am sure we can do much to stimulate and encourage one another if we try to work as a unit. We have a Regional Secretary in common; let us hope we will find another as good as Mrs. Toward, whom we are losing this year; and I personally have some suggestions to put before Council which, if they are approved, may give us a common regional finance. In fact, I am all for close Maritime co-operation in all spheres. For that matter I am inclined personally to feel that union into a single Province might be for the good of all of us; but that is not C.P.A.C.'s business.

Now that Saskatchewan has organized under C.P.A.C., I suggest that the three Prairie Divisions would do well to form a regional organization such as we have. It is a matter for themselves, of course; but it seems to me obvious that the Maritime and the Prairie Divisions should have regional organizations, since their problems are so similar. Quebec, Ontario and British Columbia, on the other hand, are natural units. . . .

We are primarily the laymen's organization in the planning field. We are lucky in having with us a substantial group of Canadian leaders in the professional planning field; they work for us steadily, they write for us, they represent us at international functions, they do much to hold the Association together; but they are not typical members. The typical member, ninety-five per cent of our members, is the layman, like most of us here, who makes no pretence of much knowledge of professional planning, but who knows how necessary it is and who is prepared to fight for it. As I see it, C.P.A.C. does not exist to give technical advice in the planning field, though, as a side-issue, we are glad to make available to

(Please turn to page 2)

COMMUNITY PLANNING ASSOCIATION OF CANADA, OTTAWA

planners any technical information we can. C.P.A.C. does not exist to criticize the efforts of those who are already carrying out systematic planning. We may express an opinion, but it is not primarily for that we are here. C.P.A.C. does not exist to afford a platform from which any professional planner among us may criticize the work of his professional colleagues; if he does that he speaks for himself, unless he has a resolution of the Association behind him. We are not the super-planners for Canada. In short, we are not here to plan; we are here to persuade other people to plan. . . .

To justify ourselves we must in time try to show an increasing public interest in, and understanding of, planning. There must be more planning boards formed; above all, more professional assistance at work. The efficiency of the planning in any Province is, in my opinion, in direct ratio to the number of trained professional planners employed. It is all very well to have lay planning boards doing their best; but their standard of achievement would be far higher if they had the professionally-trained full-time officer at their elbow. I have worked on a planning board for years in both ways, and I know. The performance of a planning board is trebled in efficiency if it has a trained professional officer. Not only is he on the job all the time, and more familiar with it than we are; but his training brings in the experience of other communities and of the profession in general, whereas we laymen usually know, imperfectly, only our own City. And, as to the community which is too small to pay a professional officer, its Province should be in a position to lend one on such terms as may be arranged.

Let me put our gospel as I see it in two sentences once again:

Every community which can afford it should have a full-time trained planning officer among its high officials.

Every Provincial Government should be in a position to lend or hire out professional planning service to its smaller communities upon request.

I can speak for one small Province: Newfoundland. We now have just that.

And then perhaps someone intervenes to say: "Oh, but in our Province today regional planning is the necessity". Well, regional planning has its place; but if you have not town planning your regional planning merely establishes the correct relationship between a lot of municipal messes. If you have local planning officers, your own community should not be a mess. Planning begins at home. If your men are trained men, regional planning will follow, because a trained man cannot overlook it. But we must walk before we try to run. And in any event it is the Province, not the town, which should take the lead in regional planning. . . .

There is one point in connection with our local Government in Canada to which I feel personally that I should call attention. In Newfoundland, we elect our Councils for four years. This works out well. The public memory is short (I hope I do not sound too cynical); and for the first three years Councils are usually ready enough to do those unpopular things which so often ought to be done. In my experience almost any improvement in civic administration is unpopular at first; though the people see its merits much sooner than the politically-minded expect. In Eastern Canada we have some instances of three-year Councils. But in Central and Western Canada, so far as my enquiries disclose, there is a great prevalence of one-year Councils, varied in some cases by electing half the Council annually. Speaking now for myself, not for the C.P.A.C., I do not see how any civic administrator can learn the job, much less develop a policy, with only a year to go, and always under the shadow of the elections. A year is hardly enough to learn the faces round the City Hall. We preach planning. but we find most of our City Councils in no position to plan. Should not this matter interest us?

It looks to me like a great weakness in our system of Municipal Government.

The English system provides three years for Councillors and six years for Aldermen; and England is older, and in my opinion, wiser than we in matters of local Government.

One more point before I close. It is right and useful that we should have a certain amount of high-level planning thought. It is right and useful that we should now and then give a thought to the problems of great cities: Ottawa, Montreal, or Winnipeg, or what you will, always remembering that they have their planners already. It is right and useful that we should constitute a sort of forum where planning problems can be discussed. It is right and useful that some of our professional leaders should occasionally perform at international high-level conferences, like the big boys and girls showing what the school can do on Speech Day. But that is not the year's work of this Association. Our business is, as it were, to run the daily classes for all the pupils. Some of our literature in the past has erred, I feel, by containing too much about the big city and not enough about the small city, town and village. We ought to try to work up a body of theory and practice for the small town; and we in the Maritimes are in a good position to initiate it.

So then let us remember: we are not a body of students; we are not a body of experts; we are the lay body which knows the need of planning and urges other laymen to do more of it and to do it with skilled professional assistance. We have got to get down to earth and be missionaries. It takes time and more drive than we have been devoting to it. Let us re-focus our targets, review our technique, and get to work.

I thank you again for electing me President for the past year; and I hope that we shall be able to look back on this Conference as a happy, successful and useful gathering.

WHY WE HIRED A PLANNER

"There was a hint . . . that for a small municipality we were over-ambitious if not presumptuous. Our Council . . . acted quickly when the right man appeared. It is interesting to note that other municipalties in this area are contemplating similar action.

"We hired a planner to plan with us not for us; . . . to be part and parcel of our municipal administration. . . . Any regret we may have is that we could not have had one sooner."

W. N. McDonald, Municipal Manager, District of West Vancouver, in the forthcoming *Community Planning Review.*

Planning Administration in Small Towns

The Alberta Experience

By H. N. LASH
Director of Town and Rural Planning
Province of Alberta

Editor's Note

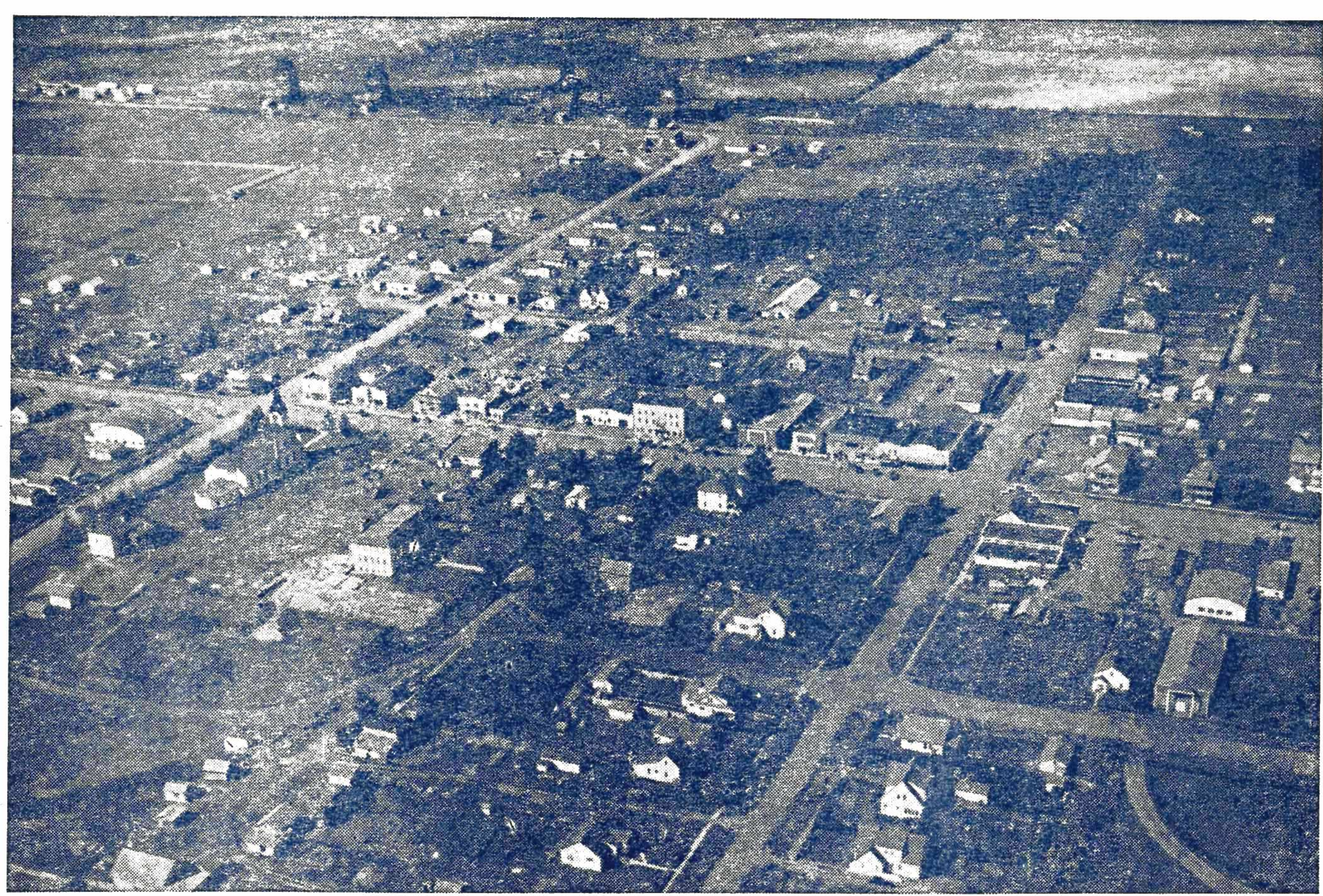
A great many of Canada's people live in small cities and towns. Their welfare and their pocketbooks are deeply affected by bad planning or, as in most such cases, a failure to plan.

Small Canadian towns, moreover, have a way of growing into large ones. From costly experience, our large cities know that they should have started planning when they were young.

Mr. Lash's article is a start toward the pooling of knowledge in this vast but relatively uncultivated field of planning. It is the first of a series of *Community Planning News* articles in which, province by province, our Canadian experience in small town planning will be reviewed.

The Alberta Government instituted a program of technical planning help for small towns in 1950. Since then, a large number of the small urban centres in the Province have begun to plan. They have been planning with the assistance of professionally-trained staff supplied either from the Town and Rural Planning Branch of the Provincial Government or from one or another of the district planning commissions.

Four district planning Commissions have been established, each one centered on a major city and including in its membership the rural municipalities, suburbs, and small independent towns within a radius of up to 50 miles from the central city. These commissions are supported financially by the member municipalities and the provincial government, which pays half of each com-



Airview Photos, Edmonton

BONNYVILLE, Alberta, in 1947—This view shows the town when it had a population of 750. By 1953 it had reached 1500, and its forecast minimum population for 1963 is 2400. *The Planning Report for Bonnyville*, published in 1953, is being implemented by direct action of Council. The chief features of the plan are a controlled public works program and a zoning by-law containing special protection for those areas required for future development. Bonnyville is 150 miles northwest of Edmonton on the agricultural frontier of the Province.

mission's annual budget. The commissions engage their own technical staffs. While the commissions' chief responsibilities are in the field of regional and metropolitan planning, their technicians are also available to their small town members for local planning. For those communities which are not within a district planning area, the province gives planning service direct from the Town and Rural Planning Branch.

The assistance rendered in Alberta is unusual. The cost to each town of obtaining professional planning services is so slight that any town is able to afford it. For this reason, Alberta provides what is the first opportunity for a complete trial of small town planning on this continent—and the small towns have been making the most of it.

The annual reports of both the district planning Commissions and of the Provincial Planning Advisory Board together list a very large number of small municipalities that have been receiving assistance of one kind or another, including among all these a total of 25 towns which are receiving complete planning assistance. These 25 towns are preparing or have already had prepared long range proposals for development which in Alberta are known as "general plans". The general plan corresponds to the "official plan" of other provinces' planning legislation. Each general plan usually includes proposals for the physical development of the town over a future period of some fifteen to twenty years, based on the likely population increase of the town. It includes proposals dealing with streets and thoroughfares, local improvements, the development of residential areas, and the control of land use. It may be implemented by means of one or more development schemes by judicious exercise of the town's normal powers for the creation of public improvements, and by the passage of a zoning by-law.

While the planning problems in small towns are similar to those in any urban centre, the size of the town causes many administrative difficulties which have no parallel in larger places.

Characteristics of Alberta Small Towns

The towns with which we have been dealing range in population from 1,000 to 5,000. Nearly all of them are growing very quickly. Some of them have doubled their population in the last 5 years and most of them have increased by at least 20% in that period. Although this is a high rate of increase, it does not mean the addition of large numbers of people or vast quantities of land as it would in the case of large centres.

The small town is typically an agricultural market centre with a basic service area some 10 miles in radius, and an additional specialized service area embracing a number of villages and hamlets and varying from 20 to 50 miles in extent. Such a town will have just recently installed a sewer and water system, although it has had a natural gas supply and electric power for some years. One of the principal streets will be paved if it forms part of a Provincial highway, the other main roads being gravelled. The rest of the streets will consist mostly of graded dirt roads. Although the town may be situated in a low-lying area with few natural drainage channels, a storm sewer system has never been installed. Most streets become impassable at least once a year.

The subdivision system is laid out in a grid parallel to the railway, but the railway station is no longer the focus of the commercial area. The business district is an amorphous mass of mixed commercial uses, with a florist and gift shop likely sandwiched between a tinsmith and a garage. Many of the new business buildings are creditable structures of masonry construction, in contrast to the few older buildings of frame construction which survived a disastrous fire some years ago.

The residential area of the town is characterized by new construction, but not all of it is of the same quality. Low-cost mortgage loans are hard to obtain, and many of the recent dwellings are built by the owners themselves as the cash comes to hand. As a result only a small percentage of the new dwellings come up to the standards envisioned under the National Housing Act.

The town services are complete but not intense. Garbage collection, for instance, takes place only twice a month, which makes it necessary to provide lanes in the residential areas despite the added cost of upkeep and wastage of land that the lanes entail.

The town's affairs are managed by a Council of 7 elected members. The permanent staff usually consists of the town secretary, who may have possibly one assistant, and a town utility man or public works foreman. Engineering services are obtained from one or another of the several consulting engineer firms operating in the Province.

Administrative Difficulties

One obvious difficulty arises from the fact that the town's administration depends so completely on its secretary-treasurer. It is easy to see why this key man must be a competent one if planning is to succeed—all correspondence passes through his hands, all routine decisions are made by him, all procedures relating to by-laws, hearings, replotting schemes, and building permits inevitably fall on his shoulders. In many cases his attitude and advice will have a strong influence on the policy decisions of the council. In several towns the success or failure of planning can be directly related to the ability and the energy of this key man. In more than one case, despite the obvious enthusiasm of the elected council, the character of the secretary has been the deciding factor in determining whether a full-scale planning program should be launched.

Planning in a small town is a far more personal matter than in large centres where government is more remote from the individual and where, in contrast to the small towns, a large number of persons may be affected by planning decisions. Because of this, the small town is often reluctant to prosecute offenders and enforce proper procedure. This in turn weakens administration, and often leads to a situation where, for example, most building permits are applied for long after the building has been commenced. Individual builders follow this practice not with any thought of deliberately flouting the town's by-laws, but simply through habit backed up by the town's failure to insist on prior approval.

The personal touch causes difficulties in other ways. It is, for instance, difficult to direct new development in the most economical way when this may easily involve concentrating development on land belonging to only one person. A small town finds it hard to decide that only one owner should benefit from the next decade of the town's development and that a dozen other owners should not be permitted to develop their land. It is also difficult to organize large scale development proposals when the amount of new land needed in any one year may be only a few acres, and where the population forecast for 20 years of growth may call for as little as fifty or sixty

acres of new land to be developed. In Edmonton, by contrast, it is possible to design and construct an entire neighborhood for a population of three or four thousand, and do it within the course of two years. In a small town it is not often practical to think in terms of neighborhoods.

While the small town is growing quickly, and on a percentage basis much more quickly than many larger centres, nevertheless the absolute pace of development is small. The annual growth of the residential area may amount to two dozen dwellings; a new trend in business location may be foreshadowed by one application for a used car sales lot. Such major planning decisions as the town must make may come spaced months apart, and it is easy in such circumstances for the town to miss the significance of certain applications, to lose track of the overall plan, and to get the feeling that planning is only a nuisance that fails to provide concrete evidence of the public economies and the superior living conditions that it is supposed to produce.

It is difficult to achieve tangible results in small towns. It is, of course, generally expected that planning will produce a better environment for living and working and will enhance the beauty of the surroundings—vaguely spoken of as the preservation of amenity. The physical improvements of the towns are so rudimentary, though, that most planning proposals must be cut to essentials and all available funds must be used for elementary purposes. As a result the proposals do not produce the boulevards, tailored subdivisions, and gracious parks that are expected.

Physical improvement of the town is made difficult because the towns do not have the benefit of full-time engineering services. They cannot afford them: the best the town can do is to engage consulting engineers when single large jobs, such as a major sewer extension, come up. As a result the town lacks overall supervision of its public improvement program. Much public money is consumed on annual maintenance which requires consistent repetition, but little is spent on lasting improvements. This situation would be easy to correct were it not for the fact that funds are scarce and must be shared between capital works and maintenance; and in the highly personal small town, maintenance is likely to get the largest share if not the whole of the funds available.

Planning Organization

What sort of planning organizations do these towns need to make planning work? Going by the book, the first step should be the formation of a "Town Planning Commission". All of the provincial acts provide for such a body—the Alberta equivalent being the Planning Advisory Commission—which according to the orthodox theory reflected in the legislation, is required to prepare an "official" plan and zoning by-law and to advise the municipal council on planning matters.

Many of the acts require the council to refer certain matters to such commissions once they are established and to consider their opinion carefully. This is perhaps wise, but the implication is that an independent body is necessary to overcome the waywardness and prejudice of elected council members, who would probably not undertake any planning whatever without the commission to push them along. An extreme statement of this point of view is that the commission is needed as a watchdog to keep the rascals in order.

If planning is regarded as a normal and continuing function of municipal government, it seems strange that this particular function should require the setting up of an advisory commission whose importance is safeguarded in legislation. In no other of its functions does a local government require such an advisory body; the elected councillors are on their own, and the safeguard is the vote of the ratepayers. The question arises, whether it would not be more natural and more in tune with normal local government procedures to dispense with the commission and let the elected council or a committee of its members function as the planning body in the same way that it carries out its other duties.

Those who favour the traditional approach see the necessity for commission organization in that the overworked councils, with their attention distracted by the multitudinous affairs of municipal government, cannot spare the undivided time, attention and energy which must be devoted to the preparation of a sound and successful plan. Neither do councils necessarily represent that cross-section of community views and interests which is most concerned with the physical development of the town. It is also said that the plan has more status and more chance of permanent success when it is backed by the study and opinion of a representative commission.

Whatever the theoretical merits of either approach, the planning commission was the only available starting point for the professional planners in Alberta. In the work of both the provincial and district planning offices, the technical staff began with the organization of planning advisory commissions in the interested communities, and proceeded to develop and implement the general plan through these commissions.

Provincial and District Assistance

The resulting experience has not been the same in the provincial office as in the district planning offices. The district planning staffs are in close contact with their member towns and can give regular and continuous advice, but the provincial office serves communities so widespread and distant from the capital that it is not possible to make frequent visits to each one. The two ways of operating have led in practice to two different ways of preparing and administering the plans in the small towns of Alberta.

The towns which receive technical assistance from district planning offices usually prepare and administer their plans through a planning advisory commission. By now, however, most of these original advisory bodies have been given executive authority. They are responsible both for the preparation of the plan and its concurrent administration insofar as the control of land use is concerned. This assumption of executive authority takes place when, after a short preliminary period of study, the municipality adopts interim development control measures, and the planning advisory commission is transformed into the interim development board and made responsible for the administration of interim control. Interim control, a special feature of Alberta legislation, makes possible the control of the use of land and buildings while the plan is being prepared, to ensure that development which occurs during the course of the plan's preparation and final adoption does not go contrary to the proposed plan.

Where interim development control does not exist, the land use plan must be prepared in its entirety and then imposed on the community as a whole, all at once.

There has been no way to test its features, no chance for the plan to evolve gradually in response to the felt needs of the community. Interim control, on the other hand, permits this, and it also promotes gradual public acceptance of the plan.

It is easy to see that in this method of plan preparation and administration, technical assistance must be constantly available, especially in the early stages when the plan is just beginning to take shape. Small towns which are in district planning areas can get this kind of help, but not those which must rely on the provincial office.

The provincial office has tried the planning advisory commission approach, with and without the use of interim development control. Because of the lack of constant contact with the towns, neither system has worked too well. Without regular technical direction, the planning commissions fail to make progress on the plan, lose interest and get bogged down in disputes with the council on questions of jurisdiction. Under interim development control much the same thing happens, with the added hazard that individual applications to develop may be treated capriciously and without sufficient understanding of the technical issues involved.

As a result of this experience the provincial office no longer normally recommends the establishment of planning advisory commissions in the towns with which it works, and the use of interim development control is avoided. Working directly with the council, and making direct and individual contact with other bodies that may have a stake in the plans, the technical staff employs a concentrated approach. Planning studies are made and reports completed in as short a time as is possible, and completed elements of the plan, such as a new zoning by-law, are presented directly to the council for implementation. Studies are made for only one or two towns at a time and their reports are completed before studies of the next town on the waiting list are begun, even though some towns may have to wait two to three years before getting any service at all.

The direct approach to council has been found to have an added advantage in those cases where much of the plan is concerned with public improvements, utilities, and capital budgetting. When public expenditures keynote the plan, more success has been obtained in dealing directly with the Council, which holds the purse-strings, than dealing through the intermediary of a planning commission. In addition to delays and misunderstandings which result from the interposition of a commission, the council is likely to feel that public works are its sole responsibility and be unable to see why a planning commission should concern itself with such matters. Where the whole plan is the council's responsibility in the first place, this difficulty does not arise.

Alberta's Experience Reviewed

Our experience in Alberta has not been long enough to give much indication of what administrative measures will best provide for continuous planning, once a general plan has been prepared. The period of interim development must eventually come to an end in any municipality large or small, and a new zoning by-law must be adopted to replace interim control. The planning process must continue, for no plan can remain static if it is to live; but the function of a planning advisory commission in such a situation is difficult to see. When a plan has been prepared, and land use is controlled by zoning, there is little for such a commission to do that cannot be done equally well and with more dispatch by the council. There is hardly the need in small towns even for the commission to function in a minor capacity as a zoning board of appeals; cases do not occur often enough to keep it alive.

It is certain, however, that the small town needs continuing assistance just as much after the preparation of a plan as it does during its preparation. This has been easy enough for the district planning offices to provide, but not so simple in the case of the provincial office. An attempt has recently been made to help this situation by appointing a liaison officer whose chief responsibility is to keep in touch with those towns where the provincial office has already completed its main task. This officer is not concerned with the preparation of the plan, but only with its implementation. It is his job to keep the technicians informed of new requirements and possible changes so that the plan will continue to meet the town's needs, and to help the town work out the plan in detail.

What actual results have been obtained so far under the Alberta program? It would be simple enough to cite the number of by-laws in effect, the number of subdivisions designed, the number of general plans proposed; but these things do not necessarily mean successful planning of the community's development. If successful planning means the continuing implementation of a complete general plan, then planning has been successful in four of the twenty-five towns. In three other towns, planning has gone nowhere, because of an overwhelming combination of some of the difficulties mentioned earlier with particular emphasis on poor administration and wrong organization for planning.

In the remainder of the towns, planning has had a sound measure of partial success, where a number of elements of the plan are being implemented, but not all of them. In these towns, land use and subdivision controls are well looked after, but the main difficulty experienced is in coordinating the public works program.

The successes and failures experienced in four years of planning for Alberta's small towns have taught both towns and planners a few lessons. The first is that organization for planning must be as carefully considered as the plans themselves, and must fit in with the normal process of government in the municipality as well as being suited to the kind and frequency of technical planning assistance rendered.

The second lesson is that planning is a continuous process requiring frequent attention by the professional planner; the more frequent the better. Consequently, planning fares better when technical help is provided from district or regional sources rather than from a central provincial office.

Another lesson learned is that, in small towns, purely advisory commissions are not much help. Where these bodies are given some administrative authority, they perform a useful function in the course of preparing a plan. It remains to be seen, however, whether advisory commissions should be permanent parts of a planning administration.

Perhaps the most important and final lesson learned is that the planning function must be accepted by the town as a normal function of local government. To achieve this acceptance, organizational methods and procedures which are alien to the normal ways of government must be eliminated as much as possible.

Slow Scattered Growth

Some Notes from P.E.I. on Characteristic Planning Problems in Small Towns and Villages.

by G. CLAUDE SMITH

> *Editor's Note.*—Mr. Claude Smith, Director of Town Planning for Prince Edward Island, kindly consented to our publication of these notes of his talk at the Regional Conference in Saint John. As a "non-professional" planner in a Province of small communities, Mr. Smith explained that he raised these questions to illustrate the planning problems of small communities and to invite expert answers.

Very often in the smaller cities and towns only a few homes are built each year. There are hundreds of locations to choose from, with the result that dwellings are separated by vacant lots. This makes it very costly to extend the services such as sewerage and water, lights and sidewalks. In Prince Edward Island, this scattered growth is leading to ribbon development, especially along the Trans-Canada Highway.

If an area of fifteen or twenty acres could be taken, properly sub-divided, the services installed, then one could say to prospective purchasers: "Here is an area already provided and you should build there". It would be understood that the lots and services would be supplied to prospective purchasers at cost.

How can we encourage people to buy lots in such areas when people like to be free to choose the site they wish to buy and the person with land to sell feels he should be free to sell to those that want to buy? In what way could this scattered growth be controlled?

How Shall We Correct Mistakes That Were Made Years Ago?

Before our P.E.I. Act came into force, no restrictions were placed on the size of the building lot. Today we require 7500 square feet where a municipal water supply is available, and 12,000 square feet where those services are not available. I am wondering what is going to happen in the case of lots less than the required area, when the buildings now located on them become obsolete. Is it our function to prevent major repairs on buildings on such small lots or on buildings which do not conform to our regulations? The majority of those homes do not have sewer disposal and water supply and in some cases have no room for septic tanks. People have lived in some of those homes for years.

Town Planning Regulations

The only area on Prince Edward Island that comes under Town Planning Regulations is an area outside of Charlottetown including the Village of Spring Park and Parkdale.

Since this act came into force four years ago, twelve villages have been incorporated under the Village Service Act. Some of those villages and a few towns have no plans for orderly growth. Is it the function of the Director to go out and preach the gospel to those people?

Playgrounds, Squares and Parks

Some of our Villages and Towns have made no provision for open spaces. Is this a matter of Education?

I have in mind an ideal site for an open space in one of our Villages. The owner was asked to name a price. He named a figure of four thousand dollars; the village did not buy then and the next year the price jumped to eight thousand dollars. This is very low land but could be made a suitable place for a playground. Should this property be valued by an arbitration board and expropriated?

Different-Priced Dwellings

We have seen in the last few years how housing costs have increased. Many of our people earn under $2400 a year and would like to build on a choice location. The result is a temporary home costing $2000 to $3000, being built among homes which cost in the vicinity of $12,000. This brings the value of the better homes down. Is there any way of discouraging this tendency?

Financing

One of the chief problems facing towns and villages of my Province is financing water and sewerage systems. Those communities do not have the means of financing such services. The Provincial Government lacks the revenue to finance them. A major health and sanitation problem faces us. Is there a feeling that it is time for the Federal Government to use its enormous credit to give assistance to these communities?

New Roads and Streets

We have quite a number of requests to open new streets and roads. What responsibility should the owner have? Should the sub-divider be required to pay for the opening of those roads and some of the services?

Planning Regulations

In villages and towns where the Planning Regulations do not apply, it has been noted that homes are built without any regard for side or front yards. I have in mind a case where it was necessary for a builder to put a ladder on another man's property to get on the roof of his own house.

Should regulations be made compulsory in all built-up areas in the Province including incorporated towns and villages?

Questions to be Answered

From the few remarks that I have made, the following questions arise:

1. Should our communities provide services such as electric lights, sewage disposal, water supply and sidewalks, in properly sub-divided areas, to encourage home builders to establish homes in these areas?
2. To what extent should we enforce our regulations with reference to buildings and lots established before our Act came into effect?
3. What is the feeling with reference to expropriation of land for playgrounds and parks?
4. How are we to prevent the establishment of cheap, temporary living quarters which eventually become permanent through lack of money on the part of the owner to build permanent quarters?
5. How can the communities be assisted in financing sewer and water services?
6. How much, if any, should the sub-divider pay for the opening and paving of streets and roads through their property?
7. Should regulations be made compulsory in all built-up areas including towns and cities?

Activities of Quebec Division

Sherbrooke Conference

by **ROGER GAGNON, P.Eng.**

The Executive Committee of the Quebec Division selected Sherbrooke for its annual conference in order to sustain and promote the local interest toward City Planning in this city and its region.

At the meetings, the delegates discussed not only the usual problems of traffic, zoning, housing and open spaces of Canadian cities, but also the brief which was recently submitted to the municipal authorities by the local section of Sherbrooke concerning the necessity of a master plan for this city. A technicolor film was presented to the members which showed the most beautiful sectors of this city, known to all as the "Queen of the Eastern Townships". A visit to the urban territory by the delegates proved to them that there existed an urgent necessity for a regional master plan.

The election of the Executive Committee of the Quebec division also took place at the Sherbrooke conference.

City Planning Problems

At one of the meetings, it was noted that the rapid expansion of urban centres and satellite towns, the increased interurban vehicular traffic, the construction of new light and heavy industries, the excessive decentralization caused by untimely subdivision, the selection of inadequate sites for schools and playgrounds, have become headaches to municipal authorities. Moreover the lack of control of billboards and posters, the blight and deterioration of certain urban sectors and the undesirable ribbon development along the main access road have created very serious regional planning problems. At the fringe of some cities the building of inadequate dwellings has considerably increased the number of slum areas. It becomes more and more clear that zoning by-laws are now unsatisfactory in numerous cities because of the lack of a master plan.

The brief submitted by the local section of the CPAC and the Chamber of Commerce, the discussions of the various planning problems at the meetings and the inspection of Sherbrooke proved conclusively that planning would bring beneficial effects to this city and its region. (The number of slum areas on the fringes of Sherbrooke has been increasing for approximately 16 years.) The actual zoning by-law, even though it was amended in 1953, does not seem adequate; moreover the requirements of the building code do not seem to have been observed; finally it is pointed out that it is very difficult to secure mortgages for residential buildings in some sectors.

Resolutions

The Executive Committee of the Quebec Division has adopted numerous resolutions, such as to suggest to the Provincial government: (1) control of the building line along major access roads; (2) study of the opportunity to expropriate or homologate buildings in order to secure a functional implementation of highways and their bordering properties so that by these means an increase of benefit could be assured to the bordering properties; (3) to set a minimum building requirement in all territories adjacent to important cities and to give to these territories legislative powers in their metropolitan areas with respect to zoning, construction and land subdivision; (4) to plan reserve parking spaces and green open spaces along highways; (5) to study from a planning viewpoint, in collaboration with the Federal Government, the effects of the St. Lawrence seaway.

It was proposed and unanimously agreed by the Quebec Division that congratulations should be conveyed to the local Sherbrooke Branch of CPAC on the excellent brief submitted to the municipal authorities.

Copies of the Minutes of the 8th Annual General Meeting are available to members on application to the National Office.

Planning for Small Towns

Copies of Mr. Lash's article (page 3-6 herein) are available at the National Office, 169 Somerset St. W., Ottawa: 10 for $ .35; 100 for $3.00.

Position of Planning Assistant

University degree or experience in planning office essential. To assist in preparing planning program, to conduct independent research and to work with local authorities represented on Board. Background in Social Sciences preferred. Salary $4,000.00 or more depending on qualifications. For further information write

Director, Capital Region Planning Board of B.C.,
Temporary address:
City Hall, Victoria, B.C.

To Municipal Councils, Planning Boards and Directors of Planning

A number of British-trained planners with several years of experience have recently arrived in Canada and are available for suitable appointments.

For further information, in case you are considering professional staff appointments, address

The Director,
Community Planning Association of Canada,
169 Somerset Street West,
Ottawa.

The Community Planning Association of Canada invites applications for the position of Executive Secretary in its Maritime Office.

Applicants should have a general knowledge of community planning and municipal affairs, and must have an ability to prepare information and publications on planning subjects in non-technical language. Applicants need not possess professional qualifications as planners.

The salary will be commensurate with the qualifications and experience of the person appointed. Applications and inquiries, marked "Appointment—Confidential" should be addressed to—

The Secretary, Nova Scotia Division,
Community Planning Association of Canada,
2 Prince Street, Halifax, N.S.

The Community Planning Association of Canada is a self-governing membership organization, supported by public and private funds. Its purpose is to encourage the development of town-planning and regional planning in Canada. The membership extends into all provinces where it has organized Divisions engaged in the promotion of local affairs.

Don't Miss — UBIQUE,

UBIQUE — a Canadian Tale

by George S. Mooney, *Executive Director,*
Canadian Federation of Mayors and Municipalities

This story will appear in Volume IV (1954) of the

COMMUNITY PLANNING REVIEW

together with about 20 additional pieces no less interesting than Mr. Mooney's, though in more conventional form.

Some authors and subjects are:

D. F. Putnam:

Mississaga

A study of a hitherto nameless and planless conurbation developing under the eyes of over two million Canadians.

Albert Rose:

The Challenge of Metropolitan Growth

An account of how towns grow into a regional complex —and the economic and governmental results, with special reference to Toronto.

J. W. Watson:

The Regional Basis of Planning in Canada

A geographer's approach to planning for intelligent use of our Canadian resources.

Roger Marier:

Les Dévelopments Urbains dans Québec

An outline of the physical and social conditions in urban Quebec: a basis for planning.

Jacques Simard:

Les Recommendations du Mémoire de l'A.C.U. à la Commission Royale (Québec)

Alan H. Armstrong:

Aids to Urban Repair and Replacement

A guide, suitable for private entrepreneurs and public authorities, describing legislative and financial aids available under existing law for the conservation, rehabilitation, conversion and replacement of housing.

Church Structures in Community Planning

Two articles by

Rev. N. Lacoste and R. H. M. Kerr:

Planning Progress in Montreal, Winnipeg, and Vancouver

Three articles by planning officials.

G. Sutton Brown:

Planning Administration

A contribution to the theory and practice of planning by one of Canada's distinguished professional planners.

Humphrey Carver:

The Universities and Community Planning

A review of the problems involved in training professional planners for service in Canada.

W. H. Walker:

Canadian "New Towns"

An interesting summary report on a survey of over 100 "single-enterprise communities"—a characteristic feature of Canadian life.

Noel Dant:

Planning in Edmonton

A big case history, covering the past five years.

"Why We Hired a Planner"

by two city managers and CPAC's President.

Volume IV (1954) **Community Planning Review** will be $2.00 per copy but *free to all members.*

Membership costs $3.00. As a member you will receive not only the 1954 Volume, but throughout 1955 the *Community Planning Review* (to be restored to a quarterly basis) and the *Community Planning News* (at least 6 issues).

To Community Planning Association of Canada,
169 Somerset Street West,
Ottawa 4, Ontario.

☐ **Enclosing $3.00,** I hereby apply for membership in the Community Planning Association of Canada, understanding that I will receive a copy of *Community Planning Review* (volume IV) and, in 1955, all four issues of the quarterly *Review/Revue Canadienne d'Urbanisme* and at least six issues of the *Community Planning News/Nouvelles d'Urbanisme.*

☐ I enclose $2.00 for the 1954 volume only: *Community Planning Review.*

Name ______________________

Address ______________________

____

Calgary's George Brown



With the ending of Alberta's land boom in 1913 came the close of a surveyors' and land promotors' heydey of right-angle community planning. From this time to mid-century, Alberta's community planning was largely a matter of filling out generous boom-year grid-iron plots in the most practical way. Fortunately for the Province, a few far-sighted citizens working against great odds kept a broader concept of planning alive and quietly laid a foundation for more adequate community planning in the future. This future arrived abruptly about 1947, when Alberta's economy and population suddenly expanded. Community planning for horse and buggy days was completely outmoded. Alberta's planning-conscious individuals rose to the occasion. In quick succession, professional planners were called in for consultation, the obsolescent *Town and Rural Planning Act* was amended, planning departments of the two major cities and the provincial government were re-organized under the direction of qualified planners, two district planning commissions with competent technical staffs were set up, and to balance it all, a division of CPAC was formed. One of the citizens playing an important part in this community planning revival was Calgary's George Brown.

During Alberta's land boom, George was a Scottish school lad aspiring to be a mathematics teacher. However, the passing of his father called a halt to further schooling. At the age of seventeen, he began work at Lanarkshire Steel Company's test house. Later he worked with the railroad. In 1923, hoping for a better future, he and his bride migrated to Calgary. After a period of unloading coal at twelve and a half cents a ton and laying city streets, he secured employment with the C.P.R., first as a light-up man for locomotives and then as a mechanic. To further his qualifications he devoted three years to studying his trade through correspondence. With vocational problems resolved, increased time was found for public service. For ten years he served as president of his Machinists' Local. During the depression, he joined an economics study group to learn more about people and their welfare. The culmination of this was election to Calgary's City Council in 1937, where he served for twelve years. As a true Calgarian, he was also a member of the Calgary Exhibition and Stampede executive for four years, and for nine was chairman of the ever-popular children's day.

However, community planning soon emerged as George's dominant civic interest. From work on the Relief and Legislation Committees and the Town Planning Commission, George concluded soon after election to City Council that people in difficulty need good laws to regulate their actions and that these laws should fit into sound schemes for bettering the city as a whole, that is, into a community plan. When he was appointed Chairman of the Town Planning Commission in 1941, George began applying this larger conception of civic government by urging the appointment of a technical planning staff. The first fruits of this pressure were small. The Assistant City Engineer was assigned town planning duties and with the help of a draftsman began work in an eight by ten foot office. However, the technical planning staff has since expanded as the need for planning became more acute, and George maintained a continuous plea for adequate personnel and quarters. Three full-time professional planners, a planning consultant, technicians and clerks occupying one third of a floor of Calgary's City Hall now provide technical planning assistance to the City and District. Another planning body with which George is closely connected is the Calgary District Planning Commission, on which he has served continuously as a chairman since its inception in 1946-47. He is also Chairman of the Interim Development Appeal Board, Chairman of a citizens' Zoning By-Law Committee, and for two years was Chairman of Calgary's Industrial Development Board. For the past seventeen years George has taken an active part in the planning of Calgary and District.

In addition to official planning, George has also contributed mightily to CPAC. He believes that telling people about plans and planning is as important as making the plans, and the CPAC is the logical agency for this purpose. He first contacted the Association as Calgary's representative at the Montreal inaugural meeting. Since then he has taken the initiative in organizing the Alberta Division and the Calgary Branch and has served as National Councillor for five years. At the present time he is on the Divisional and Calgary Branch executive and is using every opportunity to advance CPAC, from building displays to addressing meetings.

While George's planning activities usually keep him too busy for golf, he claims that there is genuine satisfaction in seeing people living happily in well-planned communities. However, he still shoots a respectable game, and is glad someone had the foresight to leave open space to play on.

Edmonton — B. Y. Card

TORONTO'S REGENT PARK (NORTH)

Brief Notes from the Program at the opening of The Lou Shannon Community Centre

(Copies of the detailed program are available at the National Office of CPAC, 169 Somerset St., Ottawa)

It has well been said that no city can afford not to redevelop its worn-out areas—without redevelopment, decay sets in and soon spreads rapidly from the core.

When the Project is completed in the Spring of 1956, there will be 1,289 modern, sanitary housing units, including 15 in the Administration and Community Centre Building; previously 822 families had been living in the 622 old houses in the area.

Reports from district schools indicate that the children are cleaner, healthier and happier and they are doing better scholastically since moving into the Regent Park Project.

Reports from the Police and Fire Departments and the Departments of Public Health and Public Welfare show that municipal costs have shown a marked decrease and, much more important, that the incidence of crime, juvenile delinquency and family problems has materially declined.

While City taxes on land and buildings amounted only to $36,100.00 before the Project was undertaken and it was proposed by some that that amount should represent the payment the Housing Authority should make, the Housing Authority had a different opinion, its firm policy being that there should be no hidden subsidies and that, therefore, City taxes must be paid in full. For the year 1954, such taxes will amount to $130,000.00 and, when the Project is completed, it is estimated that they will total $240,000.00 a year.

In the middle of the two sections completed, large park areas have been developed and, when the third section is completed, there will be 30 acres of open space, over 10 acres being set aside for park and recreational purposes.

The average rent is approximately $60.00 a month and, in 1953, after paying all current charges, including full taxes on our land and buildings, we were able to turn over to the City of Toronto, on account of financing charges (including debt repayment), an amount of $135,563.00.

Rents are geared to income, regardless of the size of accommodation required, being based on approximately 20% of a family's monthly income plus a service charge ranging from $9.00 to $13.00 a month, which covers heating, water and other services usually provided directly by the tenant of a house. The minimum is $29.00 and the maximum $93.00 a month, including the service charge.

The Housing Authority policy restricts the use of a bedroom to two persons, its unit sizes ranging from three-room (one bedroom) accommodation for a family of two to seven-room (five bedroom) accommodation for a family of ten. This policy of providing larger units for the decent accommodation of large families has now been adopted by several of the American Housing Authorities.

Proposed Redevelopment in Montreal

> **"It is chiefly in the renovation of defective dwellings and in the high rental cost of new ones that Montreal's actual housing problem is to be found."**
>
> **Report of the Advisory Committee on Slum Clearance and Low-Rental Housing. Submitted to the Executive Committee of the City of Montreal 1954.**

In September 1952, 55 civic associations in Montreal joined together to form a Citizens' Committee for Low-Rental Housing. This Committee offered its cooperation to the City in carrying out projects of slum clearance and low-rental housing. To study these problems, the Executive Committee of the City then formed an advisory committee consisting of: Mr. Paul Dozois, Chairman; Mr. Camillien Houde, Mayor; Mr. J.-O. Asselin, Chairman, and Mr. Lucien Croteau, member of the Executive Committee; Messrs. Horace Laverdure, Ernest Mundey, J.-A. Tardif, Roy E. Wagar, City Councillors; Mrs. R. G. Gilbride, Mrs. Julia Richer, and Messrs. Joseph Dunne and Harry Gould of the Citizens' Committee. Mr. C.-E. Campeau, P.Eng., Superintendent of the Master Plan Division of the City Planning Department, was designated as Technical Adviser; Mr. R.-N. Séguin of the City Law Department as Legal Adviser, and Mr. Guy Saint-Pierre of the City Clerk's Office as Secretary.

This Advisory Committee, after holding 11 meetings, examining various sectors in Montreal, visiting the Regent Park Development in Toronto and looking into studies and projects undertaken elsewhere in Canada and the U.S.A., has come to the conclusion

> "that it is justifiable and opportune to proceed with the elimination of slums and of houses which have become too old or are substandard, in Montreal and to furnish to the population living in such dwellings, sanitary low-rental accommodation".

In its report the Committee states its opinion that Montreal could not accomplish this objective without the financial assistance provided for in Articles 23 and 36 of the National Housing Act.

Following are some of the statements contained in the Committee's Report.

Montreal requires almost 5700 new dwellings a year to meet the increase in number of families and to replace old dwellings.

Although 8400 dwellings per year have been built since the war, the apparent surplus of 2700 has evidently been absorbed by the replacement of some demolished buildings and by making up in part the back-log accumulated since 1930.

The new dwellings, however, were of no help to the lower income tenants because the rentals of the new dwellings were beyond their capacity to pay; that in 1951, there were 26,200 dwellings needing major repairs; *in addition,* there were 25,475 buildings which had neither bath nor shower installed. Several sections of the city are without many necessary community services, especially open spaces, retail trade centres, community centres, off-street parking facilities, etc.; indeed few of the older residential sections possess all the necessary community services; many residential sections in older Montreal are becoming traffic-laden and are suffering from all the losses in value resulting from congestion.

In the sector recommended for redevelopment, social disintegration is tied in with its physical deterioration: for example, the rate of arrests of juvenile delinquents is 12 per 1000 compared to 1.3 per 1000 for the whole city; the rate of adult arrests is 118 per 1000 compared to 18.5 for the city as a whole.

There is *no* space within reasonable reach reserved for sports or games.

Families living in the sector now total 1,383, or a total population of 4,645.

The average weekly family revenue is $55.50, *including* earnings of father and mother, board paid by children and revenue from rented rooms.

The average weekly income of the head of the family is $36.80.

The project provides for temporary housing of the displaced families without erection of temporary shelters; rebuilding would be accomplished in four stages.

The Committee's financial analysis of the slum clearance project leads to the following figures:

Purchase price:	$ 7,889,500	
Selling Price Anticipated:	2,591,100	
Residual amount:		5,298,400
Share which would be payable by Federal Gov't. under Art. 23 of N.H.A.:		2,649,200
Share payable by City:		2,649,200

The cost estimated for the building project is shown as follows:

Acquisition of site (see above):	2,591,100	
Preparation and servicing of site:	930,000	
Construction of buildings:	15,268,000	
Total estimated cost:		18,789,100

The amounts to be guaranteed if Federal-Provincial agreement were made, would be:

by Central Mortgage and Housing (75%)	$14,091,825
by City	4,697,275

The Committee estimates that the City could anticipate collections of realty tax amounting to $226,000 from the newly developed property, compared to the present $75,000, a civic revenue increase of $151,000.

The Committee recommends that the necessary approaches be made to the Federal and Provincial Governments; that the Province be asked to appoint the City of Montreal as its agent according to the law and to authorize the city to appoint a Housing Authority; and that the Provincial Government be asked to give its financial support toward the realization of the project.

Book Reviews

Bulletin No. 7 (price U.S. $1.75) of the United Nations *Housing and Planning Series* contains a momentous contribution to the study of **Urban Land Problems and Policies.** The American author of this study, Charles Abrams, analyzes the experience and data of many countries. This is an indispensable volume for every planning library. Besides Mr. Abrams' comprehensive analysis, it has articles from several countries on their urban land policies. Some of these are very enlightening.

Those who have been asking for a good **bibliography of planning** will find it in the U.N. Bulletin just mentioned.

The Urban Land Institute (Washington, D.C.) has issued a Technical Bulletin on **Space for Industry,** subtitled an Analysis of Site and Location Requirements, by Dorothy A. Muncy. U.S. $5.00.

No science today is livelier than gerontology! Its impact on architects is evident in the September 1954 issue of the ARCHITECTURAL RECORD which publishes a very interesting display of illustrations on recent **housing for the elderly.** There is also a succinct explanation of modern medical, public health, and philanthropic thinking about this subject. See *Newsletter* No. 3, 1954.

The Massachusetts Department of Public Health (Boston) has just published a pamphlet on **Housing Rehabilitation,** a guide to action under existing State laws and regulations. (For Canada: see the forthcoming Community Planning Review for *Aids to Urban Repair and Replacement.*)

ARCHITECTURE for September has two articles (in French) of interest to community planners (1) **Labrieville: une oeuvre conforme et ordonnée** by Edouard Fiset and (2) **Le lotissement résidentiel et l'urbanisme** by Joseph Kostka (author of *Planning Residential Subdivisions*).

The UN's Economic Council has issued a 42 page pamphlet on the **Cost of House Construction,** described as a preliminary study of measures to reduce housing costs and *to develop the building industry* (italics ours). (European Office of the UN, Geneva, Switzerland. Price 1 Sw. franc).

A lecture on **Annexation of Territories** by Jean-Louis Doucet, Q.C., Deputy Minister of Municipal Affairs, Quebec, is published by LA REVUE MUNICIPALE in French in July-August and in English in September.

The advantages of planned industrial districts and, indeed many of the advantages of urban planning to industry, are set forth in the 43-page mimeographed report on **Industry in the Greater Winnipeg Community,** prepared by The Metropolitan Planning Commission, 301 Mitchell-Copp Building, Winnipeg, Manitoba.

The Commission for The Study of Metropolitan Problems of Montreal has a report from its Technical Committee on **Municipal Utilities and Services in the Metropolitan Territory.** The report sets forth a tentative classification of utilities as local or intermunicipal.

A "Progress Report" on **Urbanization in British Columbia** represents the first stage of a research project at the University of British Columbia. On the basis of detailed analysis, this report (1954) points up key problems caused by rapid urbanization and lays the groundwork for more detailed community studies to be carried out during the second stage.

Hundreds of Canadian communities which are parts of problematical urban areas will find the following studies indispensable:

Living and Working in West Vancouver:
An Economic Analysis as a Basis for Community Planning. By H. Peter Oberlander and Ira M. Robinson. Municipal Hall, West Vancouver, B.C. $2.00.

A General Plan for Fort Saskatchewan
Edmonton District Planning Commission, Edmonton, 1954.

The Greater Vancouver Metropolitan Community.
A Preliminary Factual Study. Lower Mainland Regional Planning Board of B.C., 624 Columbia Street, New Westminster, B.C. April 1954.

"Mr. Planning Commissioner"

Dedicated to "the thousands of men and women who give of their time, their wisdom and their hearts in selfless, unpaid service through membershp on local planning commisssions", an extraordinarily readable 80-page pamphlet by Harold V. Miller has been published by the Public Administration Service, Chicago, Illinois. This is a primer of planning, useful for lay planners everywhere. Mr. Miller is Executive Director of the Tennessee State Planning Commission. Our National Office, 169 Somerset Street W., Ottawa, has copies of this pamphlet at $1.00 each.

OUR NEW NAME

Gladly, but with parenthetical apologies to librarians, we have changed the name of this paper to *Community Planning News*. This title describes rather accurately the proposed contents of future issues. In December, for example, there will be another issue of the *News* containing a round-up of information from the ten provinces on current developments in community planning.

COMMUNITY PLANNING ASSOCIATION OF CANADA

President: **Sir Brian Dunfield**
Director: **Eric Beecroft**
Secretary Treasurer: **Miss J. M. Laventure**

NATIONAL OFFICE:
169 Somerset St. West, Ottawa

DIVISIONAL OFFICES:

Newfoundland	Law Library, Court House, Duckworth St., St. John's
P.E.I.	Riley Building, Charlottetown
New Brunswick	41 Grandview Ave., Moncton
Nova Scotia	2 Prince St., Halifax
Quebec	Hotel de Ville, Montreal
Ontario	32 Isabella St., Toronto
Manitoba	223 Curry Bldg., Winnipeg
Saskatchewan	11-1818 Scarth St., Regina
Alberta	11108-82nd Ave., Edmonton
British Columbia	1205-736 Granville St., Vancouver

The object of the Association is to encourage citizen interest in community planning. Active membership is $3.00 per year. Sustaining membership is $25.00 per year. Members receive the *Community Planning News/Nouvelles d'Urbanisme* published six times yearly, and the bilingual *Community Planning Review*. Members are encouraged to become active supporters of community planning in their community. Branches have been formed in several cities for this purpose.

If you are not a CPAC Member and you wish to receive the Community Planning News, the Community Planning Review and other Members' Publications, return this form to:

Name..

Address..

Date..................................1954.

COMMUNITY PLANNING ASSOCIATION OF CANADA,
169 SOMERSET WEST, OTTAWA 4, ONTARIO,

enclosing $3.00 at par in Ottawa for Active Membership for 12 months from date.

Maritime Reflections

The Personal Notes of one Sojourner

As might be expected, two categories of people were well represented at the Saint John Conference of CPAC in October: (1) officers of the Association and (2) local citizens and public officials from the surrounding region. But there were several less-expected and very gratifying happenings. High officials of the Provincial Government of New Brunswick and a great many leading town officials were present and participated in the meetings. Six of the Provinces of Canada were represented by senior planning officials. Practically all of the professional planning officials and many of the town planning commission members of the Maritime Provinces were present. With this kind of representation it was possible to hold sessions which had a practical clinical value, thus living up to a slogan recently set forth by our Alberta Branch: that "CPAC brings together citizens and planners, the producers and consumers of planning activity".

* * *

One of the interesting discussions was on *Planning for Small Towns,* in which the six provincial planners and one planner from the Northern Territories compared notes on their experience. A seventh planner, Mr. H. N. Lash, had keynoted the meeting *in absentia* by writing the article on the Alberta experience which was pre-printed from this *NEWS* for distribution to all of the delegates. To this observer, it seemed fairly evident that progress on small towns could be made slowly but surely; that technical assistance from the provincial or regional level was essential for such planning; and (though too little emphasized) that more attention should be given to the *positive* aspects of planning (better housing, more open spaces; inducements to tourists and industry, etc.).

* * *

By his talks during the past year or so, our President, Sir Brian Dunfield, had set the stage for the meeting on small town planning; and in his presidential address at this conference, he declared:

> **"We ought to work up a body of theory and practice for the small town; and we in the Maritimes are in a good position to initiate it."**

When Sir Brian came to the conference he was fresh from a tour of the towns of P.E.I. and New Brunswick—Charlottetown, Summerside, Moncton, Fredericton, Edmunston, Campbellton and Bathurst. He told us that he had come to "preach the gospel of planning" and had done so but had found that civic officials in P.E.I. and New Brunswick were also doing a good deal of preaching and practicing on their own.

* * *

Speaking of Sir Brian Dunfield, who was re-elected at Saint John for a second annual term as President, it is worth noting that this merry, energetic and effective campaigner for community planning devoted his vacation time to this campaigning between busy seasons of Supreme Court business in Newfoundland. It would be good to have many such vacationist "missionaries"!

* * *

Mr. Charles-Edouard Campeau, P.Eng., of Montreal, was re-elected as a National Vice-President of the Association. To the other Vice-Presidency, the Annual Meeting elected Mr. J. I. McVittie, Director of the Institute of Public Affairs at Dalhousie University, Halifax, who has long been a leader in planning activities in Nova Scotia.

New Brunswick's Minister of Municipal Affairs, Hon. T. Babbitt Parlee, honoured the conference with an interesting dinner address on October 4th which he closed by announcing that it was the intention of his Provincial Department to extend considerably its activities in the field of planning assistance.

* * *

Very special appreciation was expressed to Miss Mary Louise Lynch, B.C.L. of Saint John, who played a natural role as charming hostess, as well as capable Chairman, of the Regional Conference; to Mr. E. A. Willis of Moncton, the Chairman of the New Brunswick Division, who along with Miss Lynch has been designated to serve as a National Councillor of CPAC; to Mr. P. R. Fowler, Town Planning Director of Saint John, who was largely responsible for the detailed arrangements and smooth operation of the conference; and to Mr. Fowler's capable assistant, Mr. Peter Goguen, and Secretary, Miss Helen Kane.

* * *

In addition to everything else that Mr. Fowler did for members of the conference, he took many of them around Saint John on personally-conducted tours to show them what was going on in the field of planning.

* * *

Even a brief visit to eastern Canada draws attention to an aspect of town planning which we may easily overlook: the relation between community planning and economic development.

Community planning is much easier when we can see its relation to the basic problem of finding and keeping facilities for profitable employment. A town that is threatened by decay, or even a town that sees ahead no prospect of stability, finds it difficult to be forward-looking or free-spending in respect to better housing, open spaces, recreation areas, or street widening. On the other hand, booming small communities like Bathurst acquire an interest in planning for growth. In a context of growth, new development and redevelopment are less painful to plan and to execute.

Many towns in the Maritimes are uneasy about future growth; some fear decline. This leads one to the conclusion that far-sighted efforts in community planning will be closely related to economic planning on a broad regional basis. Communities must know what their possibilities are in respect to industrial, commercial and agricultural growth. In Canada, this wider aspect of community planning is nowhere more apparent than in Nova Scotia and New Brunswick. To deal with resources development and, incidentally, with their community planning, municipalities are almost helpless without a strong lead at the provincial or regional level.

For community planning, therefore, it is significant that the eastern region has now set up an Atlantic Provinces Economic Council to carry out an intensive inquiry into possibilities for future economic development. By coordination of study, careful economic planning, and eventually a sound program of capital investment in which senior governments and private investors may participate, the whole region may go forward. Many communities will then be in a better position to plan for sound growth or redevelopment or both.

Meanwhile the community planning movement will not stand still, but it should be in a close working relationship with the type of activity undertaken by the Atlantic Council.

E.B.

NUMÉRO 5, 1954

NOUVELLES d'Urbanisme

Anciennement Les Nouvelles de l'A.C.U.

Extraits du discours du

Président National

SIR BRIAN DUNFIELD

à l'Assemblée Générale Annuelle
de l'association canadienne d'urbanisme
tenue à Saint John, Nouveau-Brunswick, le 5 octobre, 1954

Permettez-moi de vous dire d'abord combien j'apprécie, au nom de Terreneuve et en mon propre nom, l'honneur d'avoir été président de cette association pour l'année qui s'écoule. Ce fut, grâce au travail de mes collègues et de leur personnel, une année fructueuse. Non seulement le nombre de nos membres a-t-il augmenté de dix-neuf pour cent, mais, ce qui est encore plus important, c'est que nous avons rempli deux vacances dans nos rangs: nous avons maintenant organisé les divisions de la Saskatchewan et du Nouveau-Brunswick, et je peux dire que notre association s'épanouie vraiment *a mari usque ad mare.*

Puis, c'est avec grand plaisir que je rends mes hommages chez elle à la division du Nouveau-Brunswick, nouvellement constituée. Et c'est encore avec plaisir que je vois que nous tenons ce congrès dans cette ville historique de Saint John, la soeur presque identique dans les Maritimes à ma propre Saint John's, et celle qui lui ressemble le plus au point de vue population, caractère et problèmes. C'est la première fois, je crois, que nous avons notre assemblée générale annuelle dans les Maritimes; mais maintenant que nous avons quatre divisions dans la région, au lieu de deux seulement que nous avions il y a une couple d'années, nous pouvons parler un peu plus fort aux assemblées du Conseil de l'A.C.U.

Nous avons beaucoup en commun dans ces provinces côtières. Ainsi je ne crois pas que personne parmi nous ne serait heureux de rester pour toujours loin du littoral. Nos industries et nos conditions sociales ne diffèrent que de peu. Je crois que notre état d'esprit, nos coutumes et nos vues sont à peu près les mêmes.

(Note:—Sir Brian Dunfield a prononcé les paroles suivantes, entre guillemets, en français).

"Je remarque avec plaisir que nous avons ici aujourd'hui une belle délégation de la division du Québec; et je remarque aussi avec grand plaisir la présence de notre aimable ami M. Charles-Edouard Campeau, président de cette division, ainsi que de M. le maire de Préville, Jacques Simard, un de nos urbanistes les plus distingués. M. Campeau est membre de l'Association Canadienne d'Urbanisme depuis plus longtemps que moi, et on me dit

(Voir page deux)

Community Planning NEWS

(See verso)

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